

Kansas Justice Reinvestment Initiative (JRI) Proposal

Applicant: Sedgwick County Department of Corrections, Community Corrections Division

Purpose: To strengthen probation supervision, community safety and client success by increasing behavioral interventions proven to reduce recidivism with adult felony offenders.

Abstract: The proposal seeks to sustain the positions we currently have in place to support substance abuse and mental health issues with strategies proven to reduce recidivism.

Funding

Sustain Current Funding: SFY 2017 (July 1, 2016 – June 30, 2017)

\$597,302.65

Date: March 31, 2016

Introduction

Sedgwick County Department of Corrections operates the Community Corrections Act programs in Judicial District 18. Over 2,820 clients are served annually, with an average daily census of over 1,573. The program provides the District Court intermediate level sanctioning and supervision options in sentencing felony offenders to probation vs. prison. Supervision options include intensive supervision of clients living in the community and residential placement as an intermediate sanction and “last chance” supervision option offered to the District Court as an alternative to prison for clients in violation of probation conditions.

Sedgwick County has the highest caseload of community corrections clients in the state of Kansas. The revocation rate significantly exceeds the statewide average of 29.2% (SFY 15). The local average rate has been as high as 58% (SFY 12) to as low as 45% (SFY 09). The latter was achieved in the first full year after implementation of the Kansas Risk Reduction Initiative which funded use of evidence-based practices toward the goal of reducing revocations by 20%. Early success resulted in higher caseloads without funding to sustain service intensity. This was followed by funding reductions and high rates of client unemployment and underemployment with the recession in the economy. As a result, the early gains of increasing client success were reversed.

This proposal seeks funding to restore and expand service intensity with behavioral interventions to reduce probation failure and increase client success. In SFY15, Sedgwick County Community Corrections experienced an increase in clients successfully completing probation as compared to SFY14. We failed to meet the legislative requirement for success by increasing successful client discharges by 3% or more. Specifically, the success rate rose by .5% (53.1% to 53.6%). The revocation rate was reduced from 46.9% to 46.4%; however it is not the low of 45% achieved in SFY 2009. So, there remains room for ongoing improvements in our local services compared to our own history and far more considering the research on use of evidence-based programming. The data shown in the table below illustrates breakdowns using the Level Service Inventory-Revised (LSI-R) risk score domains. The shaded domains identify the factors that are driving up client revocations and recidivism.

The data shows the greatest differences in client success and failure occur in the following domain areas: Attitudes/Orientation, Companions, Education/Employment and Alcohol/Drug. For example, 78% of clients scoring low or very low risk in Attitudes/Orientation were successful, while 79% of clients scoring moderate, high or very high risk were unsuccessful. This is useful information for targeting intervention strategies to reduce risk to reoffend and increase client success.

The Alcohol/Drug domain is also significant when coupled with local drug testing results which average a rate of 29% positive for illegal substances. During the first three months of SFY16, our clients had 416 positive drug screens. This represents a violation of probation conditions and an indicator to the District Court of continued illegal activity and disregard for being granted probation. Therefore, as the evidence in the table reflects, drug use has a serious impact on client success, revocations and recidivism.

SFY15	Percent Unsuccessful by LSI-R Domain	Percent Successful by LSI-R Domain	Percent Point Difference
LSI-R Domain	Risk Level	Risk Level	Risk Level
	Moderate, High, Very High	Moderate, High, Very High	Moderate, High, Very High
Criminal History	422/873 48%	451/873 52%	4
Education / Employment	382/566 67%	184/566 33%	34
Financial	380/685 56%	305/685 44%	12
Family / Marital	327/559 58%	232/559 42%	16
Accommodation	189/249 76%	60/249 24%	52
Leisure / Recreation	435/873 50%	438/873 50%	0
Companions	397/654 61%	257/654 39%	22
Alcohol / Drug	285/364 78%	79/364 22%	56
Emotional / Personal	300/518 58%	218/518 42%	16
Attitudes / Orientation	360/481 75%	121/481 25%	50

As cited above, the data in the table shows the Attitudes/Orientation domain is ripe for targeting strategies. Simply stated, this means using best practices and proven intervention programming to help clients change criminal thinking patterns. In this domain resources need to be provided and intensified with all clients who score high or very high risk.

In reviewing SFY15 LSI-R data, a number of domains were positively impacted in terms of successful completions. In fact, improvement was made in the following domains in SFY15 as compared to the same data in SFY14: Financial, Family/Marital, Companions, Alcohol/Drug, Emotional/Personal and Attitudes/Orientation. The most noticeable change was in the domain of Attitudes/Orientation where we experienced a 3% increase in success completions. However, much work still needs to be done to make significant gains in the Education / Employment and Accommodation domains.

During SFY 2016, a plan was implemented to assess services and increase use of best practices and a professional consultation was provided to assist in this process. Dr. Shelley Listwan from the University of North Carolina at Charlotte completed a program evaluation of the Adult Intensive Supervision Program and the Adult Residential Center. In her report, she identified programming for our Intensive Supervision High Risk Level I clients as an area to target for improvement. In addition, she commented on the need for our agency to enhance evidence-based programming for clients that are ordered to complete the residential program. We re-allocated two ISOs to become trained in “Thinking for a Change” (T4C) in order to deliver that curriculum along with providing additional employment programming for the Intensive Supervision Level I (ISL I) clients.

Next, we stand to improve by targeting who our clients associate with and where they live, as illustrated in the Companions and Accommodation domains in the table. We will approve living arrangements based on where they live and who they reside with in our community. Research has proven that the presence of criminal acquaintances is associated with an opportunity for criminal modeling and reinforcement, a major risk factor for this criminal population. Social networks and peer influences predominately supportive of criminal behavior (as exists with gang membership) represent a major risk to success on probation. Sedgwick County has a significant gang problem and the local caseload has more than 200 documented gang members. Intervention and change is more difficult under these circumstances but must be aggressively addressed to both improve outcomes and to reduce risk to public safety.

As mentioned above our client population has experienced significant increases in unemployment and underemployment. The historic rate of 12% unemployment has grown to as high as 32% since SFY 2008. At this point in SFY16, the rate has improved to 20%. Table data on the Education/Employment domain illustrates how this area can impact the clients we serve. It is evident that this is a major risk factor for those clients who score high to very high risk in this category.

Proposed Plan and Positions

In conjunction with the Sedgwick County Community Corrections Advisory Board the department proposes the following funding and intervention strategies to improve outcomes.

Program Providers (Priority #1)

Since the inception of the Risk Reduction Initiative in SFY08, we have incorporated the Change Companies, “Getting it Right” curriculum with the clients we serve. Over the course of the last two years we have focused on the delivery and fidelity of cognitive skills programming. We identified two highly skilled and invested Intensive Supervision Officers (ISO I) to lead all of our cognitive skills and employment groups and are starting to experience positive results.

In SFY13, we made an effort to improve outcomes by stretching resources and provided cognitive skills groups without any co-facilitators. This decision allowed us to increase the number of cognitive skills groups and the number of clients served. Best practice is to co-facilitate. The Justice Reinvestment Initiative funding has been instrumental in providing four program providers that now co-facilitate all cognitive skills groups that include the “Getting It Right”, T4C and Seeking Safety curriculums.

In reviewing SFY15 data, clients who were engaged in cognitive skills groups consistently remained in our program for longer periods or successfully completed probation. A total of 329 clients attended the groups throughout the year and 77% were still in the program or had successfully completed. In reviewing the SFY15 LSI-R domain data, 21 more clients successfully completed probation that scored moderate to very high risk in the Attitudes/Orientation domain than in SFY14. It is apparent that addressing criminal thinking and attitudes is having a positive impact on both public safety and client success.

Our current plan is to retain our four (4) program providers which will allow us to continue to offer the same number of groups. This structure allows our program providers to reach over 300 clients during the SFY. Our cognitive programming statistics reveal that 77% of the clients that receive these services either successfully complete probation or are still active in our program. We are requesting \$248,243.65 to fund these four (4) positions, \$1,500 for cognitive skills workbooks, \$3,000 for training, \$500 for supplies, and \$2,000 for mileage reimbursement.

Care Coordinator(s) (Priority #2)

Probation clients who suffer from mental illness and developmental disabilities often struggle to meet the demands of community supervision. We want to continue our partnership with COMCARE to maintain a specialized interventions team to provide a collaborative case management approach to this high risk and very challenging population. In reviewing the SFY15 LSI-R domain data, 30 more clients successfully completed probation that scored moderate to very high risk in the Emotional/Personal domain than in SFY14.

We plan to retain funding for the four (4) positions and co-locate them with our staff at each of our locations. This team of mental health professionals will assist in facilitating access to services for clients who have underlying mental and physical health issues and will work to keep them engaged in those services that are critical to them succeeding in the community. We are requesting funding to support four (4) positions:

- Two (2) care coordinators (therapists) that will conduct mental health assessments and make referrals for services accordingly. The therapists may also make referrals for psychological evaluations when a developmental disability is identified. The therapists conduct 1-on-1 therapy sessions, as needed, and facilitate peer support groups. We are requesting funding in the amount of \$126,238 to support two (2) care coordinators (therapists).
- Two (2) care coordinators (case managers) will continue to partner with ISOs to ensure swift referrals and access to a broad range of services tailored to meet the individual needs of the client. Care coordinators will ensure continuity of services from jail to community and to assist clients in maintaining stability throughout the duration of their probation. We are requesting funding in the amount of \$106,021 to support two (2) specialized case managers to serve clients who suffer from mental illness and developmental disabilities in SFY 2017.

Recovery Specialists (Priority #3)

To better address clients with more serious substance abuse problems we propose continued collaboration with Higher Ground, a local treatment provider, to provide recovery services and intensive support. In reviewing the SFY15 LSI-R domain data, 17 more clients successfully completed probation that scored moderate to very high risk in the Alcohol/Drug domain than in SFY14. Our plan is to target these clients for services by risk using their assessed supervision level (Intensive Supervision Level or ISL) as follows:

- One (1) recovery specialist would target our ISL I and II population to help develop a support system and provide 1-on-1 mentoring for this high-risk group while they are in treatment. They will provide case management and work collaboratively with the ISOs who supervise this population. They will maintain a caseload of 15-30 clients and serve approximately 80 clients a year.
- One (1) recovery specialist would target our ISL II/III population in AISP and residential. They will provide similar services mentioned above with one exception. They will assist the staff reentry team with transition planning and support to the clients moving from residential into the community. The preferred referral criteria will include ISL II/III clients that score moderate to very high risk in the Education/Employment, Companions, Alcohol/Drug and Attitude/Orientation domains on the LSI-R.

Local data supports the need for continued services in this area. The proposed partnership will result in a comprehensive approach to addressing treatment needs, specialized services, easier access to support services and the ability to quickly engage clients in services directly linked to reducing risk in the identified target areas. We are requesting funding in the amount \$99,800 to support these positions in SFY 2017.

Voucher Funds

We are requesting \$10,000 to assist in providing for the behavioral health needs of our clients. We plan to allocate \$2,500 for mental health/substance abuse assessments and \$7,500 for mental and physical health medication.

Community Corrections Justice Reinvestment Initiative

Performance Measures	SFY 2015 Actual	SFY 2016 Projected	SFY 2017 Estimated
Number of clients served with evidence-based programming	329	375	450
Total number of clients that received evidence based programming that were revoked to prison /%	43/13%	15%	15%
Number of COMCARE clients served	292	300	300
Total COMCARE revocations to prison /%	17/6%	8%	8%
Number of Higher Ground clients served	96	110	120
Total Higher Ground revocations to prison /%	14/15%	16%	16%
Clients charged with a new offense at 12 months (#/%)	N/A	N/A	N/A

*Twelve (12) month recidivism numbers are not available as the program started January 2014.

Total Amount of Funding Requested for SFY17

FY2017 BEHAVIORAL HEALTH BUDGET SUMMARY		
		Current Allocation
	PERSONNEL SECTION	
1A	PERSONNEL CATEGORY	
	Salary	175,111.06
	Benefits	73,132.59
	TOTAL PERSONNEL SECTION	248,243.65
	AGENCY OPERATIONS SECTION	
2A	TRAVEL CATEGORY	2,000.00
2B	TRAINING CATEGORY	3,000.00
2C	OFFICE SETUP CATEGORY	500.00
2D	GROUP SUPPLIES CATEGORY	1,500.00
	TOTAL AGENCY OPERATIONS SECTION	7,000.00
	CONTRACTS/CLIENT SERVICES SECTION	
3A	MENTAL HEALTH CATEGORY	10,000.00
3B	SUBSTANCE ABUSE CATEGORY	0.00
3C	SEX OFFENDER CATEGORY	0.00
3D	CONTRACT PERSONNEL CATEGORY	332,059.00
3E	OTHER SERVICES CATEGORY	0.00
	TOTAL CONTRACTS/CLIENT SERVICES SECTION	342,059.00
	TOTAL BEHAVIORAL HEALTH BUDGET SUMMARY	597,302.65

Anticipated Impacts in SFY17 and SFY18

According to the latest Kansas Department of Corrections termination by supervision level data in SFY15, Sedgwick County experienced a total of 216 Intensive Supervision Level I (ISL) revocations. This number represents 17 more revocations as compared to SFY14. The overall state-wide number for ISL I client revocations clients was 664. This is a decrease of 151 revocations as compared to SFY14. The interesting point is that the number of state-wide ISL I revocations in Sedgwick County is increasing while the overall state-wide total decreased in SFY15. During this time frame the community corrections population in Sedgwick County accounted for 19% of the overall state-wide population, but was responsible for 33% of the ISL I revocations for the entire state. Obviously, our local rate was very high but it has significantly improved since SFY12. In SFY12, we experienced a total of 300 ISL I revocations and have reduced that to 216 in SFY15.

At this point in the fiscal year, it is uncertain what our annual average will be for the ISL I population. We anticipate being assigned a larger number of ISL I clients since the LSI-R cut-off levels were established with the advent of HB2051. In July, we will review the data to get an idea what we can expect in SFY17. This may have an impact on percentage of reductions and number revocations in the table below.

Due to the demographics of our community, this is an incredibly challenging population to supervise and change criminal behavior. Having the funding to provide more intensive services for this group would help increase success and decrease recidivism. In SFY16, our goal is to reduce the ISL I revocation rate by 3%. The table below shows our targets to reduce ISL I revocations from SFY16 to SFY18:

SFY	% of Reduction	Number of Revocations
SFY16	3%	216 to 209
SFY17	3%	209 to 203
SFY18	3%	203 to 197

The additional specialized cognitive skills groups, specialized programming and ongoing technical assistance from Dr. Listwan and the Council of State Governments will assist us in measuring service quality and making refinements to meet the targets. These are two critical components that were outlined and discussed in our SFY16 Comprehensive Plan.

The successful completion rate for our ISL II/III population in SFY15 was 57%. Overall, that percentage reflects a total of 226 revocations and 294 successful completions. The ISL II group is a high-risk population, but with added interventions, we will be able to increase exposure to evidence-based programming that has had a positive impact on our client population. The table below shows our targets to reduce ISL II/III revocations from SFY16 to SFY18:

SFY	% of Reduction	Number of Revocations
SFY16	4%	226 to 217
SFY17	4%	217 to 208
SFY18	4%	208 to 200

These goals for the ISL II/III population can be attained through the additional cognitive skills groups and additional resources from the recovery specialists and care coordinators.

The combined efforts of our various cognitive skills groups, collaborating with Higher Ground and COMCARE, along with the voucher fund assistance, will allow us to reduce barriers and improve outcomes for our clients. In addition, we have documented in this proposal as well as in our SFY16 Comprehensive Plan the success of our current cognitive skills work. By continuing our efforts in this area and with the behavioral intervention support, collaborating with other professionals in the field we expect to improve outcomes and have a positive impact on public safety in our community.

Anticipated Impacts in SFY17 and SFY18

According to the latest Kansas Department of Corrections termination by supervision level data in SFY15, Sedgwick County experienced a total of 216 Intensive Supervision Level I (ISL I) revocations. This number represents 17 more revocations as compared to SFY14. The overall state-wide number for ISL I client revocations clients was 664. This is a decrease of 151 revocations as compared to SFY14. The interesting point is that the number of state-wide ISL I revocations in Sedgwick County is increasing while the overall state-wide total decreased in SFY15. During this time frame the community corrections population in Sedgwick County accounted for 19% of the overall state-wide population, but was responsible for 33% of the ISL I revocations for the entire state. Obviously, our local rate was very high but it has significantly improved since SFY12. In SFY12, we experienced a total of 300 ISL I revocations and have reduced that to 216 in SFY15.

At this point in the fiscal year, it is uncertain what our annual average will be for the ISL I population. We anticipate being assigned a larger number of ISL I clients since the LSI-R cut-off levels were established with the advent of HB2051. In July, we will review the data to get an idea what we can expect in SFY17. This may have an impact on percentage of reductions and number revocations in the table below.

Due to the demographics of our community, this is an incredibly challenging population to supervise and change criminal behavior. Having the funding to provide more intensive services for this group would help increase success and decrease recidivism. In SFY16, our goal is to reduce the ISL I revocation rate by 3%. The table below shows our targets to reduce ISL I revocations from SFY16 to SFY18:

SFY	% of Reduction	Number of Revocations
SFY16	3%	216 to 209
SFY17	3%	209 to 203
SFY18	3%	203 to 197

The additional specialized cognitive skills groups, specialized programming and ongoing technical assistance from Dr. Listwan and the Council of State Governments will assist us in measuring service quality and making refinements to meet the targets. These are two critical components that were outlined and discussed in our SFY16 Comprehensive Plan.

The successful completion rate for our ISL II/III population in SFY15 was 57%. Overall, that percentage reflects a total of 226 revocations and 294 successful completions. The ISL II group is a high-risk population, but with added interventions, we will be able to increase exposure to evidence-based programming that has had a positive impact on our client population. The table below shows our targets to reduce ISL II/III revocations from SFY16 to SFY18:

SFY	% of Reduction	Number of Revocations
SFY16	4%	226 to 217
SFY17	4%	217 to 208
SFY18	4%	208 to 200

These goals for the ISL II/III population can be attained through the additional cognitive skills groups and additional resources from the recovery specialists and care coordinators.

The combined efforts of our various cognitive skills groups, collaborating with Higher Ground and COMCARE, along with the voucher fund assistance, will allow us to reduce barriers and improve outcomes for our clients. In addition, we have documented in this proposal as well as in our SFY16 Comprehensive Plan the success of our current cognitive skills work. By continuing our efforts in this area and with the behavioral intervention support, collaborating with other professionals in the field we expect to improve outcomes and have a positive impact on public safety in our community.